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ABSTRACT

The Task Force on the Resolution of Conflict was given the responsibility of examining the extent and nature of conflict and violence in high schools in California. To carry out that responsibility, the task force sought to identify factors which could contribute to tension-provoking and conflict-producing situations and to identify those plans and programs designed to alleviate or remediate such situations. Specifically, the task force sought to collect data of an objective and subjective nature on separate incidents of conflict and tension and to organize the data in a manner which would allow for a comprehensive assessment of the nature and prevalence of the incidents; and, to identify programs and procedures that have proven effective in preventing and ameliorating conflict on high school campuses. The task force used six major sources of information to accomplish its objectives: surveys, interviews, documents, newspaper reports, workshops, and emergency plans. The task force conducted a mail survey of over 300 California high schools and collected on-site responses to an attitude scale from approximately 1,000 persons in 32 schools. These administrators, students, teachers, parents, and community representatives were also interviewed, as were more than 60 scholars, public agency representatives, and government officials. (Author/JM)

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A Report on

CONFLICT & VIOLENCE in California's High Schools

UD 014001

CALIFORNIA STATE DEPARTMENT OF EDUCATION • Wilson Riles - Superintendent of Public Instruction • Sacramento, 1973

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Introduction

The problem of conflict in California's schools, as this report indicates, is not as acute or widespread as many citizens might imagine. But the evidence gathered for this report confirms the ugly fact that violence does exist on our school campuses. The causes and nature of that violence must be understood. Concerted, constructive efforts must be launched to diminish that violence.

There are two compelling reasons for the need to diminish conflict and violence in the schools. First, our society has a right to expect physical safety for students, teachers, and other school personnel on the campuses. Second, we cannot expect students to learn or teachers to teach effectively in any environment shadowed by fear.

The degree of conflict and the extent of violence in California's schools has been difficult to measure precisely. But as long as a single school is disrupted or damaged by conflict and as long as the parents of a single student fear for the safety of their child in school, California cannot ignore its responsibility to resolve the problem.

The problem of conflict and violence in the schools is complex and its resolution will be difficult. One simple message, however, emerges from this report: Better school environments, improved instruction, and more challenging curriculum will help to diminish the tensions which can lead to violence and vandalism. Conflict in the schools is a reflection of the conflicts which run through the whole nation and society, but that fact does not excuse the schools and school leaders from their responsibilities. Schools must be sensitive to the general ills of society and must be alert to any conditions on the campuses which could exacerbate those ills for the students. The schools are also responsible to assure that they are not functioning in ways which would contribute to the conflicts running in America.

This report is not and cannot be completely definitive. It offers a comprehensive view of conflict and violence in the schools from a statewide perspective. But the particular problems of violence vary as greatly in California as the individual schools vary in their resources and challenges. This report represents a beginning, not a final answer, in responding to the challenge of conflict and violence in our schools.

Many individuals contributed to the valuable information and insights in this report. A special staff team hired to study conflict and violence in California schools was led by Kenneth S. Washington, Assistant Superintendent of Public Instruction. The staff was composed of four individuals with a broad range of teaching and administrative experience in education: Jerome Harris, Akio Iwanaga, Marcia McVey, and Consuelo Rodriguez. The work was supplemented with additional analysis by other staff members of the Department of Education and by Robert Heath, President of the No Mos Institute in Berkeley.

The State Department of Education is grateful to the local school districts for their cooperation and assistance in gathering the data for this report.

Our staff found schools in all areas of the state which have developed methods to minimize conflict and violence. The experience and leadership in those schools will provide a firm basis when the Department launches its efforts to implement the suggestions and recommendations in this report.

Superintendent of Public Instruction

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CHAPTER 1

The Charge to the Task Force on the Resolution of Conflict

The Task Force on the Resolution of Conflict was given the responsibility of examining the extent and nature of conflict and violence in high schools in California. To carry out that responsibility, the Task Force sought to identify factors which could contribute to tension-provoking and conflict-producing situations and to identify those plans and programs designed to alleviate or remediate such situations. Specifically, the Task Force sought to accomplish the following:

- To collect data of an objective and subjective nature on separate incidents of conflict and tension and to organize the data in a manner which would allow for a comprehensive assessment of the nature and prevalence of the incidents
- To analyze the descriptive elements of such data so that useful generalizations or principles could be identified
- To identify programs and procedures that have proven effective in preventing and ameliorating conflict on high school campuses

Major Sources of Information

The Task Force used six major sources of information to accomplish its objectives: surveys, interviews, documents, newspaper reports, workshops, and emergency plans. A description of the information sources follows:

1. *Surveys.* The Task Force conducted a mail survey of over 300 California high schools and collected on-site responses to an attitude scale from approximately 1,000 persons in 32 schools. A comparison of these samples of schools to the total population of California schools is presented in Table I-1.
2. *Interviews.* Over 1,000 persons (administrators, students, teachers, parents, and community representatives) were interviewed at 32 high schools (the same sample used in the attitude survey). Also, more than 60 experts (scholars, public agency representatives, and government officials) were interviewed.
3. *Documents.* Nearly 300 reports, articles, books, and other publications were cataloged; of these, approximately 150 were subjected to systematic content analysis.
4. *Newspaper reports.* Over 100 newspaper articles reporting on conflict in California schools were carefully abstracted, and their content was analyzed.
5. *Workshops.* Two major workshops on conflict in schools were organized by the Task Force. Nearly 1,000 participants at the workshops made suggestions for handling the problem of conflict in the schools.
6. *Emergency plans.* High schools provided copies of their plans for responding to disruption and violence. A total of 22 of these plans were abstracted, coded, and analyzed for content.

A detailed explanation of the content analysis system, the survey sampling procedures, statistical and computer methods, data collection methods, and lists of all sources of information are available for review upon request.

Five Questions to Be Answered

The Task Force sought answers to five basic questions:

1. *What is the nature of conflict in California high schools?* Discord in schools may take a

variety of forms. Sometimes disruptive acts are performed by individuals for individual reasons. One or many persons may be involved. Action may be spontaneous or carefully planned, aimless or directed toward a tangible goal. One objective of the Task Force was to identify the kinds of conflict which occur in California high schools.

2. *What is the extent of the problem?* Some types of conflict are dramatic and command much attention. Other types of conflict, such as vandalism, may seem less newsworthy and, in some instances, may become regarded as routine occurrences. Data were collected which indicate the extent of the various kinds of conflict.
3. *What are the causes of conflict in the schools?* An informed understanding of the sources of the major types of discord was thought by the Task Force to be the essential foundation of policy planning.
4. *How can violence and conflict in the schools be prevented?* The Task Force sought to identify methods of preventing conflicts suggested by a wide variety of sources.
5. *What should be done when conflict and violence occur?* The Task Force attempted to gather and summarize information from numerous sources on successful practices and suggestions for reactions to conflict and violence.

TABLE I–1

Comparison of Ethnic Distribution of Students in All California High Schools with Those in Schools Surveyed by Task Force

Ethnic group	Average percent of student population, by type of school					
	All California high schools		High schools surveyed by Task Force			
			By mail survey		By attitude survey	
	Junior high schools	Senior high schools	Junior high schools	Senior high schools	Junior high schools	Senior high schools
Black	9.0	8.1	18.7	10.4	23.3	19.7
American Indian	0.4	0.4	0.2	0.4	0.3	0.3
Asian	2.2	2.3	4.0	2.5	2.4	3.2
Spanish-surnamed	15.0	13.2	14.0	14.6	45.9	22.6
Other nonwhite	0.9	0.9	1.3	0.9	2.2	1.2
Total minorities	27.5	24.9	38.6	29.6	74.3	47.4
White	72.5	75.1	61.4	70.4	25.7	52.6

CHAPTER 2 The Nature and Extent of Conflict and Violence in California's High Schools

The public is often led to believe that conflict and violence are prevalent throughout the school districts of the state. Student violence is seen as rampant in the schools, exhibiting itself in acts of crime from vandalism to murder. In its examination of conflict and violence in the high schools of the state, the Task Force on the Resolution of Conflict found many different types and forms of disruptive behavior. Violence, the most extreme form of conflict, does exist but to a much lesser degree than anticipated.

When violence erupts on the campus, the safety of students, teachers, and administrators has to be the major concern. The laws of the state that govern crimes in the general community also apply to the schools. Students who bring and use weapons on campus must be judged by the law. Schools may not become sanctuaries for law breakers. On the other hand, schools also must recognize that students have rights and are entitled to the protection of "due process" at all times.

General Conclusions Regarding Nature and Extent of Conflict

- Although most acute in the inner city, campus disorder and violence exist throughout the state.
- Disruptions on campus stemming from student activism appear to have subsided in recent years.
- School conflict is not associated with any single racial or ethnic group of students.
- Vandalism is the most widespread type of campus conflict in terms of frequency and expense.

Types of Conflict Identified by Task Force

Four general types of conflict were identified by the Task Force from the information it collected. Although the categories overlap, they are helpful in summarizing and interpreting the large and varied body of information gathered by the Task Force. They are as follows:

1. *Situational conflict*—disruption and violence associated with specific local issues such as student regulations, dress codes, student organizations, and sports events
2. *Intergroup conflict*—discord related to discrimination, exclusion, and denial; disputes among students of different ethnic origins; and other conflict associated with the alienation of minorities
3. *Student activism*—organized demonstrations and protests (antiwar demonstrations, reaction to the assassination of national figures), often political in nature
4. *Crime*—assaults, theft, possession or sale of drugs, vandalism, and similar offenses

Situational Conflict in the Schools

- Situational conflict was found to be associated with the unique rules, regulations, and issues of each school.

Situational conflict is usually related to local, school-related issues, such as regulations affecting dress and appearance, smoking on campus, lunch hour freedom, or disciplinary practices. In addition, disputes associated with curriculum revision (black studies and Chicano studies programs) are a common type of situational conflict.

In comparison with other forms of disruption, situational conflict appears to attract the least public concern. Of the 35 newspaper stories that discussed the nature of school conflicts, only two mentioned situational conflict. Similarly, although the Task Force found that the inflammation of these localized issues can often result in the disruption of school programs, the cancellation of special events and the closing of schools, school officials do not keep useful and accurate records of the occurrence of situational conflict.

One of the studies analyzed by the Task Force provided some interesting information in the issues involved in situational conflict (*National Association of Secondary School Principals Bulletin,* 1971). The results of a 1970 national survey conducted by the National Association of Secondary School Principals indicated that in 356 schools that reported conflict, student dress and appearance codes emerged as the most frequently mentioned "primary issue" in all-white schools (regardless of their socioeconomic status.)[1] Mention of dress and appearance codes as a primary issue in conflicts was also comparatively high among schools with mixed ethnic populations although "curriculum content" (black studies and so forth) issues were of more concern in schools with a larger minority population. The study also indicated that situational conflicts frequently result in modifying school regulations and in opening new channels of communication between students and staff.

The Nature and Extent of Intergroup Conflict

- Much of school violence tends to be interracial and ethnic in nature.
- Interracial conflict erupts most frequently in urban areas.

One of the more serious concerns facing our schools today is the frequency of intergroup conflict on the high school campus. Associated with the long history of discrimination, exclusion, denial, and alienation of minority citizens and their children, this form of school conflict often manifests itself in disputes among students of different ethnic or racial origins as well as in discord among the more general school community.

The findings of the Task Force indicate that school conflict and violence are often associated with intergroup tension. The attitude survey, for example, showed that nearly 80 percent of all respondents agreed that "friction between various racial and/or ethnic groups contributes to violence." Somewhat fewer respondents agreed with the statement that "much of school violence tends to be interracial and/or ethnic in nature" (see Table II-1).

TABLE II-1

Responses Concerning Influence of Interracial or Ethnic Factors on Violence

(*Task Force statement:* Much of school violence tends to be interracial and/or ethnic in nature.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	361	54	46
Teacher	172	78	22
Administrator/ counselor	150	65	35
Community member	219	58	42

The Bureau of Intergroup Relations' 1970 report, *Intergroup Conflict in California Secondary Schools,* also noted that 15 or 16 separate incidents occurring at selected schools were basically ethnic in nature.[2] Many of these conflicts involved situational or student activist problems as well; for example, the anonymous circulation of an anti-black circular which led to a boycott of classes, a presentation of demands and some interracial fighting, and a student walkout followed by some fighting and the presentation of demands that a white principal be removed.

The report of the study cited earlier from the *National Association of Secondary School Principals Bulletin,* 1971, showed that the schools with the greatest incidence of student-student confrontations and student-faculty confrontations were schools with multiracial pupil populations serving low socioeconomic status communities.[3] The same study showed that although the frequency of student-student confrontations and student-faculty confrontations was highest in schools that had a mixture of black and white students, these confrontations were less frequent in schools with a predominantly black enrollment. The results of the mail survey of California schools conducted by the

[1] "Student Activism and Conflict," *National Association of Secondary School Principals Bulletin,* LV (January, 1971), 70-89.

[2] *Intergroup Conflict in California Secondary Schools.* Prepared by the Bureau of Intergroup Relations. Sacramento: California State Department of Education, 1970.

[3] "Student Activism and Conflict"

Task Force also revealed that the number of intergroup or ethnic conflicts was significantly higher in urban schools than in rural schools.

Nature and Extent of Student Activism

- Conflicts arising as a result of student activism seem to have reached their peak between 1968 and 1970 and now appear to have declined in frequency.

Student activism is distinguished by its relatively high degree of organization and leadership and by its connection to political events both outside and inside the school. Its form of expression has included a variety of civil disorders, but the student strike is the most frequent form of activist conflict. Because activist conflicts are generally related to issues and political developments in the larger society, administrators are likely to have difficulty anticipating this type of conflict. However, indications are that student activist conflict, although very significant a few years ago, has declined in importance.

Of 44 documents from the literature related to the nature of the problem of conflict, the Task Force found nine that dealt with student activism. It is interesting to note that six of the nine were written between 1968 and 1970. Nearly all stressed that student activism can be desirable when addressed to constructive objectives. A nationwide survey of 670 schools conducted in 1970 by the National Association of Secondary School Principals provided important information on the nature of student activism-related conflict. The survey found that less than half of the schools reporting (43 percent) said that the confrontations had produced disruptions of instruction for as long as half a day. It also reported a slightly higher incidence of student strikes than of protest marches as a public expression of the conflict.[4]

The Nature and Extent of Crime in the Schools

- The incidence of crime on school campuses has been increasing in recent years.
- Vandalism is the most widespread type of crime facing schools in terms of both frequency and expense.
- Gang activity is a campus problem in a few concentrated areas.

[4] "Student Activism and Conflict"

The Increase of Crime in the Schools

Of all the types of conflict studied by the Task Force, crime seemed to attract the greatest public concern. Every relevant source of information studied by the Task Force indicated that general crime is a serious problem showing an unmistakable increase in the schools of the state. Vandalism in particular appeared to the Task Force to be a serious problem for most schools. Indications were that it was increasing in frequency although the rate of increase did not appear to be as great for vandalism as for some other types of school crimes.

The results of the Task Force's mail survey provided information on the incidence of general crime in the high schools. The responses to this survey indicated that theft, vandalism, assaults on students, and incidents involving the unlawful use of drugs and alcohol were the most frequent crimes, averaging more than one incident each month per school and constituting the most serious educational problem. On the other hand the incidence of major crime (homicide, rape, and arson) was reported to be generally low.

The mail survey also indicated that the incidence of vandalism, fighting, and drug-alcohol offenses in schools was directly related to the size of the school. In addition the survey indicated that a relationship exists between the frequency of criminal incidents and the socioeconomic status of students: more crime occurs in schools located in low socioeconomic areas. For example, the incidence of extortion was highest in large urban schools with low achievement scores.

The literature surveyed also supplied information on the extent and nature of crime in high schools. A California State Department of Justice report on drug arrest and disposition trends for 1968–1971 noted that in the first half of 1971, a total of 20,778 juvenile drug arrests was made. The report noted the following trends: "hard drug" arrests will continue to show light numerical increases; marijuana arrests have leveled off, and it does not appear that they will increase significantly.[5]

A review of the newspaper file gave some examples of the popular images of school conflicts as described by the press. A total of 24 of the 35 newspaper articles that reported on the nature of high school conflict dealt with crime, often evok-

[5] *Drug Arrests and Disposition Trends, 1968–1971*. Sacramento: California State Department of Justice, Bureau of Criminal Statistics, 1971.

ing images of "embattled school grounds where fear and lawlessness reign."

Reports from Los Angeles County between September and December of 1972 revealed that juveniles committed assaults on 122 teachers and 512 pupils in schools within the county. A special survey of 81 school districts conducted by the Office of the Los Angeles County Superintendent of Schools listed two murders on school grounds, assaults on 49 peace officers, and 299 cases of weapon possession. The Los Angeles Unified School District alone reported assaults on 60 teachers, 123 pupils, and 31 peace officers, and it reported on 83 cases of weapon possession. A summary of information gathered from approximately 60 school districts in Los Angeles County is included in Table II-2.

Vandalism in the Schools

From all accounts, it appears that vandalism is the most frequently occurring type of disorder in schools. A 1970 U.S. Senate Subcommittee on Juvenile Delinquency study on school crimes gave some indication of the magnitude of the vandalism problem for schools. In 110 school districts throughout the country surveyed by the U.S. Senate subcommittee, vandalism incidents increased from 186,184 in 1964 to 250,549 in 1968 (an increase of 36 percent). This figure did not include school burglaries, which increased from 7,604 in 1964 to 14,102 in 1968 (an increase of 86 percent).[6]

The costs of vandalism to schools are large. The National Education Association estimated that the annual cost of vandalism to schools is $200 million. Bernard Greenburg of the Stanford Research Institute thinks that this figure is "grossly understated." In a study by the National School Public Relations Association (National School Publications), Greenburg noted that:

> The cost figure is grossly understated because it does not include all instances of losses attributable to burglary, theft, and property damage repaired by residence maintenance staffs. Nor does the cost figure take into account costs to equip and maintain security forces and law enforcement costs to patrol and respond to calls reporting incidents. Many school districts carry theft insurance, but the costs are exceedingly high.[7]

[6] *Survey of Violence in Schools Occurring from 1964 Through 1968.* Prepared by the U.S. Senate Subcommittee to Investigate Juvenile Delinquency. Washington, D.C.: U.S. Government Printing Office, 1970.

[7] *Vandalism and Violence: Innovative Cost to Schools.* Special Report No. 29. Washington, D.C.: National School Public Relations Association, 1971.

The mail survey results indicated that in the California high schools responding, vandalism costs averaged more than $4,000 per school each year. During the fiscal year 1970-71, vandalism costs in one school district rose from the previous year's total of $19,973 to more than $74,000. A major factor in this increase was a $30,000 fire at a junior high school (*Los Angeles Times,* January 12, 1972). It has been noted that yearly expenditures due to vandalism amounted to more than $2 million for each of the school districts in Los Angeles, Oakland, and San Francisco (*Oakland Tribune,* November 21, 1972).

In Orange County 6,272 acts of vandalism occurring in a two-year period ending December, 1971, resulted in damage estimated at $776,026. Between 3,500 and 4,000 acts of school vandalism have been occurring in Los Angeles County, according to information gathered by the Task Force. The damage caused was valued at $2.5 million in 1970-71, up from $2.2 million in 1969-70, $1.8 million in 1968-69, and $1 million in 1967-68. The estimated cost of damages due to vandalism for all of California schools was approximately $10 million per year (*Los Angeles Times,* April 2, 1972). In 1971-72 the Los Angeles schools reported dollar losses of $883,000 for burglary, $201,000 for burglary-related damages, $650,000 for glass breakage, $580,000 for arson, $65,000 for miscellaneous destruction, and $60,000 for the "mysterious disappearance" of equipment (speech by Senator Alan Cranston in the *Congressional Record* on the Safe Schools Act, January, 1973).

Gang Activity in a Few Areas

Although gang activity appears to be on the rise, there are differing opinions as to its effect on campus conflict. Newspaper articles report numerous examples of gang conflict, particularly in central Los Angeles and in San Francisco's Chinatown. One article reported that a student on the campus of a high school in Los Angeles was wounded by gunshots; the incident was followed by a reprisal shooting of four others. Other news stories describe a variety of gang conflicts ranging from fights to knifings and shooting.

The attitude survey results, however, showed (see Table II-3) that most respondents (nearly 70 percent of students, teachers, other staff, and community persons) disagreed with the statement: "The number of students belonging to gangs at our school is on the increase."

University of California criminologist Barry Krisberg has also raised questions for those who would

TABLE II-2

Crimes Committed in High Schools in Los Angeles County, January Through April, 1972

Type	Number, by month				
	January	February	March	April	Monthly average
Murders	0	0	0	0	0
Assaults on certificated personnel	21	28	21	42	28
Assaults on classified personnel	6	13	7	8	9
Assaults on peace officers or security personnel	5	5	2	19	9
Assaults on pupils	49	104	57	85	74
Possession of weapons					
a. Guns and knives	68	120	64	91	86
b. Bombs and explosives	6	5	9	3	6
c. Other (chains, clubs, etc.)	15	29	15	27	22
Incidents of vandalism or theft	1,279	1,549	1,098	1,590	1,379

TABLE II-3

Responses Concerning Increase in Size of Gangs

(*Task Force statement:* The number of students at our school who belong to gangs is on the increase.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	352	31	69
Teacher	156	37	63
Administrator/ counselor	150	31	69
Community member	214	41	59

make a direct connection between gang activities and the general increase in school crime. Krisberg, who has done field work with gangs in Philadelphia and in San Francisco's Chinatown, doubts that gangs frequent schools as much as other places in the innercity ghettos (this is in agreement with Task Force investigations; see Table II-4). According to Krisberg, schools tend to be border areas between gangs and are seldom contested areas. Krisberg doubts that gangs are involved very much in robberies; he knows of no cases anywhere of youth gangs that were organized to commit robberies. Rather, he noted that they lack internal organization and are designed primarily to boost the self-esteem of the gang members. He does not doubt that some gang members commit robberies and extortion, but he has insisted that that is not the raison d'etre for the gangs. Aside from that, Krisberg sees no evidence of "rational" gang crimes; most gang crimes take place over some insult or slight, a dispute over a girlfriend, or as a reprisal. He has made a persuasive argument for distinguishing between gang crimes and the increase in more general types of crimes in schools.

As a result of interviews and site visitations, the Task Force concluded that the problem of gangs is not widespread geographically and appears to be primarily a metropolitan phenomenon. It is also important to note that there are major differences between gangs. The barrio gang, for example, is a

TABLE II-4

Responses Concerning Influence of Gangs on Increase in Violence

(*Task Force statement:* Gangs are a major factor in the increase of violence [in high schools.])

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	350	56	44
Teacher	165	61	39
Administrator/ counselor	144	47	53
Community member	206	58	42

unique phenomenon of the Mexican-American and Chicano community. Within the barrio there may exist Mexican gangs composed of Mexican nationals seeking national identity and Chicano gangs which have been in existence for generations in California. The barrio gang was organized to provide a system of identification, a way of attaining success and gaining status, a means of demonstrating maleness, and an avenue for expressing anger. The barrio gang is territorial in nature and may have adult leadership. Some of the gang's activities, while viewed as negative by outsiders, are positively oriented, and school personnel should learn to communicate with gang members.

CHAPTER 3 The Causes of Conflict and Violence in the High Schools

Although most of the high schools visited by the Task Force had experienced some form of disruptive conflict, the research team found considerable diversity among the students, teachers, administrators, and community members involved. Student populations ranged from 600 to 4,000 per school and from thirteen to eighteen years of age. All participants bring to the school community talents and problems and the reflections of the greater society, making the school community a place where much that is constructive can take place and where much of the conflict of a pluralist society manifests itself.

Causality is a difficult and much disputed concept, especially in the social sciences. Most social phenomena are attributed to networks of interdependent, multiple causes. The Task Force discussed with scholars the difficulties of tracing the causes of incidents of conflict and reviewed literature in which the authors struggle with these problems. It was determined that easy or short-cut methods for deriving the causes of different types of conflict are unavailable.

General Conclusions Regarding the Causes of Conflict

- Students, staff, and community members frequently have significantly different views about the causes of situational conflict in the schools.
- Practices in the schools which are perceived by minority persons as a continuation of a long history of discrimination, exclusion, and denial help to cause intergroup conflict.
- The causes of criminal behavior on the school campus are complex, reflecting problems of the larger society.

The Causes of Situational Conflict

- School personnel, students, parents, and members of community agencies have wide differences of opinion as to what causes situational conflict; e.g., inadequate counseling services, high student participation fees, excessive administrative restrictions, and inadequate physical facilities.

The causes of situational conflict and student activism are generally ascribed to immediate circumstances in the school and the political environment. Although student activism of a political nature has diminished significantly in recent months, the interviews conducted by the Task Force in 32 high schools revealed diverse views about the causes of current situational conflict.

Students suggested the following causes of situational conflict:

1. Uneven application of discipline by the school staff and favoritism toward "student government cliques"
2. School smoking regulations
3. Unfair and authoritarian administration practices
4. Poor counseling services
5. Lack of a student role in the decision-making process
6. Tracking
7. Oppressive school policies (suspension, clothing codes, and so forth)
8. Discrimination against low-income students through the assessment of fees for participation in school activities

Administrators, counselors, and teachers suggested a different set of causes for situational conflict:

1. Excessive administrative paperwork
2. Poor facilities
3. Teacher disinterest
4. Use of and commerce in drugs
5. Home values

Parents, however, suggested still other causes of situational conflict, as follows:

1. Crowded schools
2. Lax school discipline
3. Irrelevant curricula
4. Outside agitators
5. Poor communication between schools and police

From all indications, several factors have a direct impact on the amount of situational conflict in the schools. Some of the more frequently mentioned causes of situational conflict have been selected for further analysis and are discussed in the paragraphs that follow.

Inadequate Counseling Services

The Task Force found that the counseling program as presently administered is generally inadequate on most campuses, a fact disturbing to counselors and students alike. Traditionally, the role of the counselor in the high school has ideally been one of student advocacy. When all other adult sectors of the school community are closed to the student, it should be the counselor to whom the student can turn and expect results. However, findings of the study indicate that the counseling function is in danger of complete collapse. With few exceptions, the schools visited experienced most of the following problems, which have hindered and stifled the counseling role:

1. Extremely high caseloads average 450 to 500 students per counselor.
2. Massive amounts of paperwork related to program scheduling and changes burden the counselors.
3. Minority counselors are underrepresented on counseling staffs.
4. Vocational and career education have grown to such a degree that in most instances the counselors are unable to meet the demands for counseling in these areas.
5. Increased and diverse college offerings and scholarships make specialization in these areas a time-and-a-half job.
6. Crisis counseling is done only as counselors can "squeeze" it in.
7. The need for counseling on the effects of drugs and alcohol is being met only in part.
8. Most counselors see the need for group counseling but cannot find the time to conduct such counseling systematically.
9. Little time is available for students to talk to their counselors and get advice.

Students wanted most of all to see their counselors on campus and to be able to talk to them personally. They also hoped that counselors would be ready to listen and would be concerned with their problems.

Counselors see themselves as handlers of large amounts of paperwork. As one counselor said, "The role of the counselor is changing; we're not able to do what we're trained to do." Members of the community, perhaps the severest critics, concurred with the above statement. One person commented, "The definition of counselor needs to be reviewed. They are substitute parents, so someone else should do the paperwork." It is important to note that the Task Force found that all groups agreed that counselors "are mainly interested in helping students solve their personal problems" (see Table III-1).

TABLE III-1

Responses Concerning Interest of Counselors in Helping Students

(*Task Force statement:* Counselors at our school are mainly interested in helping students solve personal and school-type problems.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	363	59	41
Teacher	173	53	47
Administrator/ counselor	153	83	17
Community member	208	61	39

High Student Participation Fees

The cost of participation in school activities was often mentioned as a cause of conflict by students, particularly those from low-income areas. Although public schools are "free," it actually costs a great deal of money for a student to attend school, participate, and enjoy a positive peer status. The costs of laboratory fees, student government fees, athletic fees, and materials fees for vocational courses are only a few of the financial require-

ments that create hardships for many students. This hardship is especially true for students who emerge from barrios, ghettos, and poverty areas.

These students, because of their financial limitations over which they have little or no control, develop frustrations which can lead to unrest. Thus handicapped, they have little or no prospect of participating in the total school program with their more affluent peers. For many, the financial aspect of education is a crucial point, especially in cases where grades and future opportunities are dependent on the student's financial ability to participate.

The Task Force received many illustrations of the extent of these fees. At one school a student body card cost $7.50; without it, fees for materials in vocational education classes cost $40. The community members interviewed were especially critical of this practice, and one parent presented documentation of costs in one semester for over $100 for her three students. One student remarked, "Money is needed for shop classes, band, art class, physical education, and student body cards. The student who can't get the money is afraid to come to school because the school insists on payment." A telling report came from one teacher: "Stealing is a big problem in our school, but sometimes it's for a good reason; the student needs gym clothes."

Administrative Restrictions

District and school administrative policies and paperwork were often found to hinder the creation of an atmosphere in which conflict could be held to a minimum. Although the principal was found time and again to be the key figure in the control of tension on the campus, many principals viewed themselves as having little latitude in making local site decisions; some felt their actions were restricted by the district administration. It was found that many principals faced this situation daily in their relationship with line authority above the local building level as they attempted to cope with their school's problems, student unrest, and general discontent.

Some of those interviewed by the Task Force said that principals do not have enough freedom to cope with their local campus problems. Task Force members were told, for example, that "Principals don't have enough authority to run their schools; they shouldn't have to check everything with the school board; they should be able to direct all of their energies toward the school."

There was comment in some districts on the lack of authority principals have in hiring teachers, reassigning certain teachers, and using the strengths of teachers where they could best be utilized. Others interviewed said these same restrictions in personnel hiring were often encountered when attempts were being made to hire persons from the local community, bilingual personnel, and others who may not meet the requirements of the district office. Some teachers said that principals should be able to "replace teachers whose social and educational philosophies are not healthy for the educational environment of the local school community."

Problems of Attendance

Attendance and suspension were mentioned by students, administrators, and teachers as a common cause of conflict on the school campus. Those interviewed at all levels concurred that policies relative to regular school attendance and punctuality must be reevaluated and, if necessary, changed. As one administrator noted, "To complete the pupil role, a student must attend school; getting him to attend is quite another thing." During the interviews it became evident that of all the problems the administration faces during any given day, tardiness, absence, loitering, and truancy are the most time consuming and serious attendance problems. The rules regarding these problems, their enforcement, and follow-up take time and involve the efforts of clerks and administrators far out of proportion to the time available. If there is a single indicator of student dissatisfaction and unrest, it is shown in their refusal to attend classes.

Attendance and truancy problems are often the cause of suspension. It is a common practice for a student to be suspended for being late to class (tardy) four times; and in many schools the suspension affects the student's eligibility for participating in activities and competing for scholarships. In most cases when a student is suspended, he is refused admittance to the school grounds for a given period of time. Persons at all levels interviewed had strong feelings about this type of disciplinary action. Only a few schools were taking steps to accommodate in-school suspension for attendance problems, realizing that suspension from school defeats the original purpose of the school.

While alternatives should be found to suspending a student and thus forcing him into the streets, teachers under the threat of assault frequently stress the need for the removal of the most serious

troublemakers. (Pasadena Unified School District has developed a noteworthy alternative, which is discussed later in this report.) However, the Task Force found a few successful alternatives to suspension being employed; e.g., continuation school, junior college classes, regional occupational centers, detention, and parental contacts.

Physical Environment of the School

The school's physical environment and its relationship to the attitudes and behavior of members of the school community must be considered when the causes of conflict and violence are being investigated. Cohen suggested a direct causal relationship of school plant to the degree of vandalism when he wrote, "The highest rates of vandalism tend to occur in schools with obsolete facilities and equipment . . . ."[1]

The Task Force visited school plants throughout the states, and the plants ranged in age (architectural) from six months to over 50 years. In every instance, mention was made by persons in all groups interviewed that the state of, and the impact of, all student behavior was influenced by the condition of the buildings.

The Task Force noted vast degrees of physical overcrowding, especially in urban schools, outdated science laboratories, makeshift physical education facilities, poorly maintained plants, and untended grounds. In schools where overcrowding was severe, the students reported it was tiring to go to classes which were too large, to stand in long lines to eat in the cafeteria or use the restrooms, and to line up to get to a locker. The attendant noise and fatigue provide a climate for unrest.

Students interviewed expressed a great deal of concern about the school plant. Some of the comments recorded by the Task Force emphasize the concern: "School is so dirty and messy. This school needs painting. The facilities are bad but there are no funds . . . ."

In those schools where efforts had been made to change the surroundings, student comments were universally positive. Although the interviews with teachers, students, administrators, and community persons indicated that the school buildings and grounds were not friendly places, and analysis of three related items on the Task Force's attitude questionnaire in general showed the opposite point of view, as indicated in tables III-2 and III-3.

[1]Stanley Cohen, "Politics of Vandalism," *The Nation* (November 11, 1968), 14.

TABLE III-2

Responses Concerning High Schools as Attractive Places

(*Task Force statement:* School buildings and grounds are friendly places.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	357	60	40
Teacher	172	54	46
Administrator/ counselor	151	84	16
Community member	221	65	35

TABLE III-3

Responses Concerning Influence of Inadequate School Facilities on Violence

(*Task Force statement:* Much school violence is due to inadequate school facilities.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	363	42	58
Teacher	173	47	53
Administrator/ counselor	152	41	59
Community member	221	42	58

Meaningful and Relevant Curriculum

The importance of meaningful and relevant curriculum was one of the most important concerns expressed by those contacted by the Task Force. A curriculum not geared to the needs of the students in a creative and innovative manner was found to be a frequent cause of situational conflict on school campuses.

The major complaint from persons in all groups interviewed indicated that today's school curriculum was designed for the college-bound student. Great pressures are put on students to achieve academically in order to qualify for higher education; yet, in the majority of schools, only a small number of students go on to college. Persons in all groups suggested a need for curricula that would prepare students to succeed in everyday living, secure employment, and lead a productive life.

The Causes of Intergroup Conflict

- Practices in the schools which are perceived by minority persons as a continuation of a

long history of discrimination, exclusion, and denial cause intergroup conflict.

Intergroup conflict still seems to be a fact of school life. Its causal roots are found in the social, political, and economic disadvantages of ethnic minorities. Resentment of poor employment prospects, substandard housing, poor health care, unequal educational opportunities, and other handicaps of minorities often manifests itself in tension and conflict on the school campus.

The objectives of the school, the curricula, the teaching methods and practices, and staffing patterns are often not in accord with the diverse cultural and social characteristics of the community served. The resultant alienation of the students often results in aggressive behavior.

The attitude survey of the Task Force provided information about intergroup tension as a source of conflict. Respondents were asked to react to this statement: "Friction among various minorities, racial/ethnic groups, contributes to violence." More than 80 percent of administrators and counselors and community persons agreed. More than 60 percent of the students agreed (see Table III-4).

Several causal themes for intergroup conflict were also apparent in the documents analyzed. Perhaps the most frequent theme was the ethnic-low income-alienation complex. This set of interrelated causes included such elements as the following:

1. Segregation and isolation of minority and low-income students within the schools (via clubs, enforcement of rules, tracking, and other more subtle mechanisms).
2. Teaching practices and curricula that fail to address the social realities of American society and enhance the self-esteem of minority and low-income students.
3. Increasingly poor employment prospects for those who drop out of school (related to technological change in the economy and discrimination in employment practices). This factor was reported as having the additional effect of keeping larger numbers of students in school who would prefer not to be there.

Of the 103 newspaper articles that were analyzed, the writers of 20 of the articles discussed causes of intergroup conflict. A content analysis of these newspaper reports indicated that racism was most frequently mentioned and emphasized as a cause of conflict in schools. Approximately 70 percent of the articles analyzed cited racial/ethnic

TABLE III-4

Responses Concerning Friction Between Racial and Ethnic Groups as a Cause of Violence

(*Task Force statement:* Friction between various racial and/or ethnic groups contributes to violence.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	347	65	35
Teacher	174	79	21
Administrator/ counselor	152	84	16
Community member	220	85	15

conflict as the primary source of violence and disruption in the schools. For example, a February, 1973, article in the *San Francisco Chronicle* quoted a Berkeley teacher: "It's a racial problem, but no one wants to admit it."

The Causes of Criminal Behavior in Schools

- The causes for criminal behavior by some students on school campuses are complex and related to general societal problems.
- Misuse of drugs and alcohol, gang violence, and similar highly visible problems do not function as causes of crime in schools but rather as symptoms.
- Nonstudents frequently contribute to criminal activity on school campuses.

Crime on school sites has very complex causal links. Though much information has been gathered and analyzed, no one can claim to have unraveled the multiple and interrelated factors that result in criminal behavior. A number of factors—poverty, racism, unemployment, poor housing, inadequate health care—have now become familiar not only in the explanation of crime and violence in schools but also in efforts to account for poor achievement (see the Coleman Report, which was published by the U.S. Department of Health, Education, and Welfare in 1966. It is evident from the Task Force's study that the highest incidence of crime occurring in the schools of the state has taken place in the lower socioeconomic areas.

Drug traffic and use, as well as the carrying of weapons, are often associated with violence or threats of violence on school campuses. Serious as these factors may be, they must be assessed as the symptom rather than the cause of school conflict. For example, one statement posed by the Task

Force ("Students carry weapons because their friends expect them to.") met with only limited agreement from all respondents. Fewer than 30 percent of the students agreed with the statement, and less than 50 percent of all other respondents agreed that students carry weapons because their friends expect them to do so.

A frequently mentioned cause of school conflict was the presence of nonenrolled school-age people on or near school grounds (see Table III-5). Nonstudents are identified as unemployed young adults, students from other schools, former students enrolled in continuation schools, and dropouts. It is these people who are often held responsible for criminal activity involving students, such as theft, drug sales, and extortion. In response to the statement that "nonstudents cause a large degree of campus violence and problems," most school administrators, counselors, teachers, and community persons agreed; however, only half of the students agreed with the statement (see Table III-6).

In any general sense that could be useful for policy planning, the causes of criminal behavior remain too multiple, obscure, complex, and too thoroughly interwoven into our national life to be easily identified. Even so, information was available about productive, preventive measures and about effective responses to criminal activity by educational authorities.

TABLE III-5

Responses Concerning Dropouts as a Major Cause of Violence

(*Task Force statement:* High school dropouts cause much of our student related violence.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	331	37	63
Teacher	167	68	32
Administrator/ counselor	152	70	30
Community member	212	67	33

TABLE III-6

Responses Concerning Nonstudents as a Major Cause of Violence

(*Task Force statement:* Nonstudents cause a large degree of campus violence and problems.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	364	61	39
Teacher	166	70	30
Administrator/ counselor	150	85	15
Community member	225	87	13

CHAPTER 4 Prevention of Conflict and Violence in the High Schools

Conflict and violence erupt on many campuses because students become frustrated in their attempts to seek their own levels of accomplishment. Violence is also due to outside influences that penetrate the campus—from dropouts to gangs to the nonstudent capable of leading others in acts of aggression. Whatever the cause of violence on campus, it appears crucial that the schools take steps to seek out those few who propagate it, offer them constructive alternatives, and initiate preventive measures to stem acts of violence in the future.

The Task Force on the Resolution of Conflict was especially interested in the methods, particularly on school campuses, which had been utilized successfully to stem the various forms and types of conflict. This chapter identifies the methods found.

Preventive Measures for Situational and Activist Conflict

- Active involvement by all participants in the school and its programs is frequently cited as a significant preventive measure for "situational" and "activist" conflict.

Little of the information collected by the Task Force distinguished between measures that prevent activist conflict and measures that prevent situational conflict. Most recommendations for prevention were designed to reduce local tensions that contribute to both situational and activist conflicts. Most of these proposals and changes involved the expansion of student involvement in decision making and the improvement of faculty-student communication.

A 1970 survey conducted by *Nation's Schools* indicated that many students become frustrated and alienated by their inability to express their grievances and to influence the decisions and regulations that affect them.[1]

A "Special Report on Student Activism" that appeared in *School Management* in 1968 encouraged administrators to seek student activism, to regard it as a positive phenomenon, and to try to use it constructively.[2]

Increased Involvement by All Persons

The establishment of grievance procedures through which students can be heard was recommended in various reports as a means of increasing student involvement in the decision-making process. The Education Committee of the citywide Youth Council of San Francisco suggested that more student participation in decision-making procedures would serve to discourage destructive behavior by students. The committee published a *Student's Rights and Responsibilities Manual* (San Francisco Unified School District, 1972), which lists the following as student rights:

1. Free speech
2. A voice in the development of relevant curriculum
3. Participation in making rules and regulations
4. Consultation with faculty
5. Democratic representation
6. The right to see student files
7. The right to form political and social organizations
8. Freedom from censorship (as long as materials are not obscene, libelous, or slanderous)

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[1] "A Study of Student Unrest: Expected Conflicts Plus Some Surprises," *Nation's Schools*, LXXXVI (October, 1970), 4-36.

[2] "Special Report on Student Unrest in Public Schools," *School Management*, XII (November, 1968), 50-98.

9. Freedom from searches, dress regulations, and corporal punishment
10. The right to take complaints to a student appeals board that has the power to recommend actions

In the on-site Task Force interviews, respondents were asked to suggest ideas for preventing conflict. The most common response was that all persons of the school community (administrators, counselors, teachers, students, parents, and other community persons) should become more actively involved in the school and its programs and with students. In addition, improved communication among the various school populations was suggested. The increased availability and visibility of administrators, particularly the principal, was recommended.

The Task Force found that the role of the parent in the school community is extremely crucial. The once acceptable tendency of isolating the parent from the child's school experiences has changed, as is the time when school policy decisions were made without parent help. Involvement of the parent sector of the school community is an important aspect of the total system and can have significant consequences for the reduction of school conflict and violence.

Parent advisory councils have been formed in many communities as effective vehicles for involving parents in the educational process. Working with structured programming, parent advisory council members assist in supporting student activities, supplying volunteer forces, offering suggestions for implementing and supplementing curriculum, providing resources for faculty and administration, and furnishing assistance and support to prevent conflict and violence before they erupt.

Effective Counseling Programs

All members of the school community saw the need for effective individual and group counseling programs to reduce campus tensions. The restructuring of counseling priorities has been a major factor in minimizing disruptive conflict in those schools previously experiencing severe problems, for counselors can offer students a successful place in creative, innovative campus programs, activities, and classes.

One of the most promising practices which the Task Force witnessed was the growing use of group counseling to "cool" troubled campuses. Successful programs were characterized by (1) the formal retraining of all counselors; (2) the appointment of a single coordinator of counseling activity; and (3) the provision of counseling to a majority of students on a weekly basis for the entire year. One innercity school which had experienced continual violence for several years prior to the initiation of group counseling believed that the success of the counseling program had been a major factor in reducing violence.

Many suggestions were made by persons in all groups interviewed as to how to make the counselor more effective, including the following:

1. Counseling specialists were deemed a necessity. There is a need for multilevel counseling: counselors who are trained to handle problems for individual students; counselors who are trained to help students seek appropriate careers; counselors who are informed regarding all facets of college preparation and scholarships; counselors who are specialists in handling problems related to drugs, crisis, and conflict.
2. Intensive counseling is necessary for the "hard-core" problem student and for those with severe problems not related to school.
3. District-level attention should be directed toward instituting counseling programs at levels below the senior high school level in order to develop preventative activities.
4. Adequate facilities for counseling must be provided. Separate administrative offices, areas for group counseling sessions, and privacy for the counselor and those counseled should be provided.
5. Counselors should have staggered workdays so that they are available before and after school to students and parents. Implementation of a schedule of regular home visitations should be instituted.
6. Bilingual and minority counselors must be included on the counseling staff.

Washington High School in the Los Angeles Unified School District, for example, has an unusually effective counseling program. When given local prerogative, the staff made a clear choice to improve its counseling services to students. The staffing pattern was readjusted to increase the counseling staff. Next, the counseling staff reevaluated its priorities to provide a group counseling program for all students. The school offered group counseling programs for "regular" and for "problem" students in addition to regular counseling services. All counselors directed at least

one group, and one counselor coordinated all groups. Group sessions were also available for staff members.

Improved Physical Environment

A poor physical environment was also mentioned as a causal factor in school conflict, and some of the methods utilized in various schools to improve the physical appearance of the school and consequently minimize vandalism are listed here:

1. Student lounges, "rap" rooms, and recreation centers (converted from what is available) were made available for student use throughout the day and after school.
2. The removal of fences, the planting of green areas, and the building of outdoor patios or gathering spots have proven to be very successful.
3. One of the most successful techniques the Task Force saw was the use of student designed murals to decorate halls, walls, and in some instances whole buildings. This idea was extended to the use of student decorated bulletin boards and displays.
4. Many schools have improved conditions by simply rerouting traffic, relocating lockers, and staggering lunch and break periods.
5. When student restrooms have been redecorated and placed under the supervision of the student government organization, students generally take care of the restrooms, which do not become targets for vandalism.

In summary, the interviews conducted by the Task Force further suggested that the questions of power and authority were the focal points in many school conflicts. The interview results suggested that many students felt powerless and ignored in the school community. Several sources argued that the same motivations that give rise to situational and activism conflicts can also be the source of valuable and responsible student input into campus governance. It appears that administrative action to encourage genuine student involvement in the school's decision-making process is likely to reduce the incidence of situational and activism conflicts.

Prevention of Intergroup Conflict

- More communication among students of different ethnic origins and among administrators, parents, and community members is needed.
- A need exists for increased inservice teacher training programs, particularly in developing sensitivity to ethnic problems and ethnic differences.
- Schools should move towards the adoption of a multicultural curriculum that includes a balanced presentation of the history and cultures of minorities.
- The information gathered by the Task Force indicates that broad community participation in school governance is seen as important to the reduction of intergroup conflict. However, community advisory councils should not be considered a panacea for the resolution of ethnic conflict in the schools.

Expanded Community Involvement

The Task Force found that increased community involvement in the schools was frequently cited as a means of reducing school conflict and violence (see Table IV-1).

Of the 22 references collected by the Task Force that related to the prevention of intergroup conflict, 12 cited the need for expanded community involvement in schools. Six studies specifically recommended the establishment of school-community advisory councils. The references prescribed varied roles for these community advisory councils. Most recommended the creation of such councils to give administrators feedback on their performance and to give administrators an avenue through which they could explain the school's programs and policies to the community.

Some sources recommend that the councils share decision-making responsibilities with the administrators. An article on conflict resolution in the *Education Record* in 1971 cautioned administrators to remain "harshly realistic" about their own role limitations and to learn to "substitute

TABLE IV-1

Responses Concerning Reduction in Violence Through Increased Community Involvement

(*Task Force statement:* Violence would be reduced if there were increased community involvement in school policy.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	344	76	24
Teacher	169	81	19
Administrator/ counselor	146	78	22
Community member	220	84	16

collective judgment for personal discretion" in conflict situations.[3]

The literature suggests that community advisory councils must be broadly representative of their communities and that administrators should seek to involve the alienated segments of their communities without alienating or excluding the school's traditional friends and supporters. The University of Pittsburgh's Institute on Desegregation and Conflict Utilization suggested that a community advisory council might profit from the establishment of a school-community newsletter that would publicize the council's existence and give visibility to the community's input into the school's management.[4]

Importance of the Teacher

All schools visited indicated that the teacher was viewed by students as being their single most important contact with the educational process. This opinion was strongly reinforced by all members of the school community, who saw the teacher as a critical factor in the degree of conflict and violence present on the campus. Indeed, as Table IV–2 indicates, all agree that high teacher morale is associated with a low incidence of student violence.

Just as there are many different types of students, there are many types of teachers who bring different training and experiences to their assignments. It must be recognized that as principals are selected for certain school communities, so should teachers be screened. In innercity schools, troubled schools, and schools with a high percentage of minority students, there is a need for special selection and placement of teachers. Those interviewed by the Task Force believed that staffs should consist of more black, Mexican-American, and Asian-American teachers, making them representative of the student population. Those interviewed also saw a need for the selection of more bilingual staff.

Improvement of Teacher Skills

Eight documents mentioned the need for teacher improvement in classroom management skills, group dynamic skills, and sensitivity to ethnic and cultural differences. In recognition of this need, the Education Code requires by July, 1974, that school districts with 25 percent or more minority enrollment provide special inservice preparation programs. These programs should be designed to examine the psychological effects of racism on personality, the effects of racism on the whole society (and racism's manifestation in the media and popular culture), and the racial components of the distribution of wealth in American society. In a similar vein, the authors of five documents have called for more ethnically balanced school staffs and for the hiring of minority administrators for schools with large minority populations.

TABLE IV-2

Responses Concerning Effect of Teacher Morale on Violence

(*Task Force statement:* If teacher morale is high, student violence tends to be low.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	362	64	36
Teacher	169	82	18
Administrator/ counselor	153	84	16
Community member	214	83	17

Need for Counseling and Better Communication

Six documents discussed the need for special peer counseling, group counseling, or racial relations programs that allow students of different races to deal with differences and feelings in a nonviolent, constructive way. Sometimes these groups operate on the principles of group counseling. Proponents of such groups (e.g., the Institute on Desegregation and Conflict Utilization) argue that the conflicts that occur in these groups serve a positive function by releasing social pressure that can lead to violent conflict. Sacramento High School, a multiethnic innercity school motivated by dynamic leadership and staff, offers another variant of this formula through its programs of tapes, films, and discussions on intergroup relations. Other schools have experimented with filmed simulation games.

The interviews conducted by the Task Force supported the findings in the literature regarding prevention of intergroup conflict. It was suggested that increased involvement and improved communication among students of different ethnic origin

[3] "Preparing Administrators for Conflict Resolution," *Education Record*, LII (Summer, 1971), 233-39.

[4] *Report of the Consultative Resource Center on School Desegregation and Conflict.* Prepared by the Institute on Desegregation and Conflict Utilization. Pittsburgh: University of Pittsburgh Press, 1972.

and among administrators, parents, and community members were needed. The most frequently suggested measures for preventing intergroup conflict were:

1. Better racial balance of school staff
2. Establishment of ethnic studies programs developed with the participation of students, teachers, and administrators
3. Requests for the presence of community leaders of varied racial and ethnic backgrounds on campus during a crisis
4. Inservice training for teachers

Prevention of Crime in the Schools

- Numerous preventive measures have been identified to decrease the occurrence of criminal activity on school campuses (see Table IV–3).
- Coordinated cooperation among the school officials, the police, and community agencies can help reduce the incidence of crime on school campuses.

Short-term Responses to the Problem

Of all types of school conflict, crime appears to be the most perplexing. Although the sources of information suggest a variety of preventive measures to reduce crime in schools, most are short-term responses to the most visible aspects of the problem. The preventive measures most commonly suggested are the hiring of security guards (or the recruitment of parents as security guards); the improvement of school emergency communications systems; and the closer regulation of access to school campuses through the use of photographic student identification cards. These measures may be of use in effecting short-term reductions in the incidence of crime. However, the incidence of crime seemed to increase again following a relaxation of the preventive measures.

In interviews conducted by the Task Force, all groups mentioned the use of security guards to minimize criminal activity on campus. Uniformed guards are being assigned to schools in some school districts to protect against assaults and vandalism and to keep nonstudents from the campus. The Los Angeles Unified School District, among others, has begun using paraprofessionals, usually parents recruited from the community, to supplement its school security program. The school district has received some federal funding in support of this program. It is important, however, that school officials utilize security guards in a carefully planned manner. In Task Force interviews students frequently mentioned the abrasiveness of school guards who, according to students, indiscriminately harassed and intimidated students, treating them as though they were criminals. Testimony given to the Assembly Education Committee also noted that the psychological damage of a constant police presence makes normal educational activities virtually impossible.

Student identification programs have also been initiated in some areas to exclude nonstudents from the campus to decrease criminal activities. For example, one high school in Los Angeles has instituted a pilot program in which students are photographed and issued identification cards which they must carry (*Los Angeles Herald-Examiner*, February, 1973).

TABLE IV-3

Suggestions Given to Task Force for Combating Conflict and Violence in High Schools

Response	Rank order, by type of person responding				
	Aggregate	Administrators	Teachers	Students	Parents
Isolate troublemakers.	1	1	1	1	1
Negotiate.	2	2	2	2	3
Use parents or community leaders.	3	5	6	3	2
Call in police.	4	3	4	4	–
Use electronic communications equipment.	5	4	5	–	–
Follow an emergency plan.	6	7	3	–	–
Get district personnel help.	7	6	7	–	4

The installation of alarm systems offers promise of short-range reduction of vandalism. Security hardware is presently available that can detect the intrusion of the school's perimeter with considerable reliability. Systems of this type detect the presence of vandals before they actually inflict severe damage on school facilities. However, the expense of installing such systems poses a problem in cost effectiveness for the schools. Schools considering the installation of such systems are encouraged to analyze the extent of types of vandalism that they have suffered, to identify priorities for alarm system protection of school facilities, and to avoid the purchase of overly sophisticated security hardware.

The installation of emergency call systems has also been suggested as a crime prevention method. Teachers or other personnel can use these systems to summon help quickly if needed.

Emergency Action Plan

An emergency action plan was found by the Task Force to be an absolute necessity in dealing effectively with disruptions on high school campuses. When a plan is not developed, a minor incident can become a major disruption. Schools experiencing violence either in isolated incidents or widespread disruptions have been able to cope better when all personnel have been involved in the development of the emergency plan. Although each school has a culture of its own and the causes of conflict at one school may differ from those of another school, the three elements listed below have proved to be necessary ingredients in any emergency plan (An example of an emergency procedure plan is included in the appendix):

A. Procedures to be followed *prior to* the occurrence of an overt problem:
   1. Increase visibility of all adult members of the school community.
   2. Use paraprofessionals and parents to monitor halls and the campus (found to be more helpful than uniformed police).
   3. Free key teachers from their classes to aid in campus control. These should be teachers who know and relate positively to large numbers of students.
   4. Seek out leaders of potential conflict, begin a real communication process, and listen well.
   5. Counteract rumors by supplying correct information to key groups in the community and ask the community to help.
   6. Recognize that many conflicts are the result of real injustice and take immediate steps to correct the injustice.
   7. Arrange meetings between competing factions.
   8. Bring in sections of the student body and ask for their help.
   9. Remove from campus small groups of students quarreling with one another and work toward a better solution for disputes among these groups.
   10. Alert local law enforcement agencies of the possibility of violence.

B. Procedures to be taken *during* the occurrence of an overt problem:
   1. Stay cool, listen, and buy time, for time can be a great ally. Don't violate "due process" procedures.
   2. Involve the total staff in problem solving.
   3. Let students ventilate their feelings verbally.
   4. Establish a plan of action to prevent nonstudent forces from coming on campus.
   5. Maintain effective communications with the staff, students, and security personnel.
   6. Provide a place where students can go to talk out their problems.
   7. Be honest. Promise only what can be delivered.
   8. Seek aid from community agencies.
   9. Recognize a situation that can no longer be controlled. Call the police and allow them to function when they arrive.

C. Procedures to be followed *after* the occurrence of an overt problem:
   1. Maintain the involvement of those parents and agencies that came to school in the time of crises.
   2. Critique the now-past problem with members of the school community and police. Identify those actions done poorly and those done well.
   3. Correct the cause of the conflict and design a better plan based on what was learned from the previous situation.
   4. Involve a larger number of school community members in the establishment of school policy.

5. Share experiences and critique with other administrators and other members of the staff. Learn from the past.
6. Open more avenues of communication so that the voice of the student can be heard. Establish legitimate channels for grievances and make them known to students.

In some cases rewards have been offered for information leading to the arrest of persons involved in vandalism and other crimes. In other instances parents have been held liable for restitution of losses for acts of vandalism committed by their children.

Long-range Approach to Prevention of Crime

The intent of preventive methods of controlling crime is to make the commission of crimes as difficult as possible, thereby creating a deterrent. It is important to realize, however, that although schools have a responsibility to protect the safety of their students and staff, they must also be mindful of the long-range effects of turning schools from educational institutions into armed camps.

A long-range approach to the prevention of criminal activity on campuses is greater coordination and cooperation among school officials, the police, and community agencies. For example, the Los Angeles Police Department has set up task forces comprised of representatives from police departments, school districts, probation departments, juvenile courts, and various other community agencies to deal with juvenile crime and delinquency. These task forces attempt to coordinate the activities of their constituent agencies in an effort to reduce criminal activities. In one task force project, coordinated surveillance of gangs resulted in the identification of 850 juveniles as being responsible, as a group, for a large number of crimes.

Use of Law Enforcement Agencies

In response to questions in the attitude survey, concerning the role of police, it was generally felt that the police are supportive of the school and help reduce the extent of campus conflict (see tables IV–4 and IV–5).

Cooperation with law enforcement agencies is especially important in dealing with the problem of troublemakers hanging around the school campus. In a statement to the Assembly Education Committee, Thomas Shannon recommended continuing contact with the juvenile department of the local

TABLE IV-4

Responses Concerning Support Provided by Police During Crisis Periods

(*Task Force statement:* The police are supportive of the school in times of crisis.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	349	59	41
Teacher	173	90	10
Administrator/ counselor	151	85	15
Community member	209	81	19

TABLE IV-5

Responses Concerning Efforts of Police to Prevent Conflict and Violence in Schools

(*Task Force statement:* The police work with the school to help reduce conflict and violence before they occur.)

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	349	51	49
Teacher	170	76	24
Administrator/ counselor	149	81	19
Community member	217	69	31

superior court. "Juveniles who are wards of the Court and are at liberty are subject to restrictions set forth by the juvenile court." The juvenile court should be apprised of any problems involving wards "hanging around" schools. It is also essential that school administrators familiarize themselves with statutes designed to remove nonstudents from school grounds when their presence will result in disorder. Although sections 653(g) and 626.8 of the Penal Code cover loitering about a school campus and disrupting school activities, the San Diego school attorney has questioned their utility in light of recent court interpretations.

The Education Code additionally provides broad rule-making power for school boards to adopt regulations for the reporting of violent incidents and the limiting of access of visitors to classrooms. The San Diego City Unified School District has prepared a helpful pamphlet entitled "Disruptive Conduct on or Near Public School Grounds: A Practical Handbook for the School Administrator," which outlines the various laws relative to control-

ling campus disorder. (A useful index to these laws is contained in the appendix.)

The problems of youth crime have also led some law enforcement agencies to improve their public relations. Police in various localities have involved themselves in community relations work in the schools to counter the negative effects of increased police activity around the campus. Informal rap sessions among students and police and the use of police as guest speakers have been initiated in San Diego, Los Angeles, and other localities. Other day-to-day informal contacts have been encouraged to increase police exposure on campus in non-enforcement roles.

School District Plans for Reducing Campus Violence

The Task Force found many examples of planned and coordinated efforts by school districts to reduce violence while enhancing the educational atmosphere of the school and the opportunities of the students. Two examples have been selected which illustrate the need for cooperation among students, parents, teachers, administrators, and the various segments and agencies of the community to ensure an environment of communication and respect in which learning becomes the exciting preparation for life. The examples selected are from the Pasadena and Riverside unified school districts.

Programs for Reducing Violence in Pasadena

A few years ago the Pasadena Unified School District was ordered by the courts to desegregate its schools. The community's reaction to the court order was typical of other school districts across the nation which had been forced to desegregate. Fear and apprehension of the future were the predominant feelings held by many educators and citizens in the community. However, shortly after desegregation was initiated, the district, in cooperation with the community and city agencies, embarked on a series of efforts designed to ameliorate conflict situations as they occurred.

Today, Pasadena has a highly diversified group of programs which the district feels have been instrumental in reducing the harmful effects of conflict. There are two major themes which appear to support most of these efforts. First, a noticeable emphasis has been placed on maintaining open lines of communications between all people interested in education; and where there were no existing communication links, new ones were created. Second, the district administration stresses "observation awareness," which translates into an awareness of what is going on in each school community as well as with individual students.

The following paragraphs include brief descriptions of the programs which the district administration feels were responsible for contributing to the reduction of violence in Pasadena.

School Resource Officers. This program was started in 1969 and is supported by the combined efforts of the Pasadena Police Department and the school district. Basically, the program consists of five specially trained police officers who have been selected for their abilities to communicate with students of all ages. These officers are placed in particular schools throughout the district where they perform numerous functions, many of which are not normally part of a policeman's activities. For example, although these officers must ultimately enforce the law when necessary, they are for the most part heavily involved in activities which develop good communications among all segments of the educational community, provide guidance and counseling to students and their families, and create a favorable atmosphere in which police personnel and students can better understand one another.

This program is considered highly successful by the Pasadena Police Department and the school district.

Diversionary School. The Diversionary School is designed to provide expelled students with a unique opportunity to work on their problems and eventually rejoin the mainstream of community life through employment or a return to school. Like several other programs in Pasadena, the Diversionary School was made possible by the cooperative efforts of several community and state agencies, including the Pasadena Unified School District, the California Youth Authority, the Pasadena Police Department, and the City Manager's Office. Briefly, the program consists of counseling and remedial school work provided by a teacher, counselors, psychologists, and tutors, who are compensated by the various agencies involved. Materials and books are provided by the school district and the Pasadena Library. There is general agreement that the program has been successful. Of the 19 former students who were enrolled in the program during the spring semester of last year, four were placed in jobs and nine returned to school.

Student Advisers to the Superintendent. Following a widespread disturbance at one of the district's

high schools, the district administration initiated a series of regular meetings between a student advisory group composed of 50-75 students from all of the high schools and the superintendent. A special concern in forming this group was to ensure that it represented a true cross section of the high school population and not just the leaders of the student government. The superintendent feels that the unstructured nature of these meetings has allowed both him and the students to resolve many issues which had the potential of producing violent conflict.

Students and Law Enforcement—A High School Course. A program which is closely related to the School Resource Officers program was developed for the social science department of each high school in the district. The course is taught by a uniformed Pasadena policeman and gives students a basic knowledge of the American system of justice from the viewpoint of law enforcement. Special attention also is given to subjects which are of particular interest to students. The district administration readily admits that when the course was first offered, there was minimal interest; however, since then, the classes have grown in popularity to the point that there are now more students interested than can be accepted.

Learning Centers. The development of the Learning Center concept at the high school level is considered to be a significant factor in the reduction of violence. The Learning Center provides an alternative program within the normal operation of the school for students on the brink of becoming serious discipline problems. After being referred to the center by a teacher or a counselor, the student's academic abilities are carefully assessed. This information is used to prescribe personalized instructional programs designed to correct academic deficiencies and to develop positive self-concepts in the student. The Learning Center staff includes two counselor-teachers, one regular teacher, one psychologist, two community workers, and a variety of college and high school tutors. A student will generally remain in the center for one semester before any attempt is made to return him to regular classes. This program was originally developed by a high school principal; and after its initial success, Learning Centers were used districtwide.

Counselor Home Visitation Project. In the spring of 1973, counselors at the high school level voluntarily staffed a program which attempts to increase the involvement of the parents whose children are having problems in school. The district feels that by openly discussing school problems in the home with the student and his parents, viable solutions are often easier to develop.

While these programs have contributed significantly to the reduction of conflict and violence in the Pasadena schools, the administration feels that this success is also due to the quality of daily attention given to students by the teachers and staff of the district.

Efforts in Riverside to Reduce Violence

As a consequence of the Watts riot in 1965, Riverside Unified School District was under strong pressure from the community to desegregate. During that time tension in the district was acute, and this was emphatically demonstrated by the burning of a school. Shortly after this incident, Riverside voluntarily desegregated all of its schools.

Parent Advisory Committees. The widespread feelings of fear and apprehension held by the community prompted the district administration to appoint a task force to develop ways of avoiding further conflict and violence in the district's schools. The task force recommended the formation of parent advisory committees at each school site. These committees, which have emerged over a period of time, provide parents and school officials with a regular forum for discussing all types of problems, including violence. Furthermore, since the committees were originally formed, they have all evolved differently to meet the needs of their schools.

The superintendent of the Riverside Unified School District feels that the advisory committees continue to fulfill a real need in the community even though the original problems of desegregation have subsided. Obviously, the reduction of violence in Riverside cannot be entirely attributed to the advisory committees. The superintendent has stated that there are no panaceas for reducing conflict in schools. He prefers to describe efforts in Riverside as a philosophy of management heavily dependent on channels of communication and trust.

Decentralized Management. The superintendent emphasized that the administration has continuously worked toward true personalization of education, and the reduction of conflict has been a natural by-product of this effort. Like other districts, Riverside has programs which bring police into the classroom to explain the law, but the primary factors curbing violence appear to be much less obvious. For example, the superinten-

dent implemented a form of decentralized management which gives principals and teachers a much bigger voice in governing their school. To make this program work, the district has hired principals and teachers who are sensitive to the needs of the district's racially mixed schools and are strong enough to make the necessary decisions. Furthermore, the redistribution of decision-making authority led to the emergence of district administrators with strong leadership capabilities. As a consequence, it appears that many types of conflict have been reduced.

The superintendent places a heavy reliance on his principals. They must not only be strong enough to deal with the many administrative problems encountered in a decentralized district, but they must also be highly skilled counselors. It is this latter role which the superintendent watches closely in the development of the district staff.

The Importance of "Little Things." The superintendent is very sensitive to the "little things" that often ignite much larger problems. He places a heavy emphasis on sensitivity of certificated and classified staff. To reemphasize the importance of sensitivity, the superintendent conducts a leadership training program, which is a voluntary program for teachers who aspire to be leaders in the district. It is during these sessions that many of the "little things" are analyzed.

Another example of the district's emphasis on handling interpersonal relations properly is found in its suspension policy. Before a child may be suspended from school, his parents must come to the school for a conference with a counselor or the principal. If the parents are not informed personally, the child may not be suspended.

Open Lines of Communication. To maintain his own sensitivity to the problems of Riverside students, the superintendent initiated the Youth Forum. This group, composed of a cross section of high school students (selected by the students), meets with the superintendent twice a month to discuss anything that interests them. The superintendent sees his discussions with this group as one of several ways that he and the students have to better understand one another.

The superintendent enjoys the support of many community leaders. However, this trust was not easily won. To reach this position, he has always been totally honest in his relations with the community. Furthermore, the superintendent clearly recognizes individual interests of these leaders and meets with them regularly to discuss problems as they arise.

Expulsion Policy. When it is necessary to expel a child from the district, the Board of Education requires that a specific program of reinstatement be presented before it takes final action. This program is usually monitored by a counselor who reports the student's progress to the district.

APPENDIX A Emergency Procedure for Campus Unrest

(Adapted from Long Beach Polytechnic High School's Plan)

I. Responsibilities

A. The senior administrator present will:
   1. Determine nature and severity of emergency.
   2. Be responsible for action as outlined in Part VI of this plan.
   3. Remain in charge until relieved by the principal.
   4. Be responsible for communications with the attendance service, police, and school staff.

B. At the signal for an alert (electronic tone), administrators, counselors, staff assistants, caretakers, and teachers without classes will report to the control center by phone or in person for instructions.

C. Teachers with classes will keep pupils in class during an alert until verbal or written release plans are received from the administrator in charge.

II. Administrative Control Centers

A. The prime control center is the principal's office.

B. The secondary control center is the vice-principal's office.

III. Communications Systems

A. The switchboard is to be manned by two clerks assigned to the area and by the head counselor or the counselor designated by him.

B. Available staff personnel (identified in IB) will be used as runners.

C. The master Walkie-Talkie will be in the principal's office.

D. If applicable, the Walkie-Talkie and tape recorder (stored in the principal's office) will be taken by available personnel to administrators on the scene.

IV. Telephone System

A. Outside phones

The principal's office and/or vice-principal's office will control the telephone system.
   1. Outgoing calls ("hot line") will be made by the senior administrator.
   2. Incoming calls on extension 1 will be handled by the receptionst in the principal's office; extension 2 will be the vice-principal's "hot line"; and extension 3 will be handled by the vice-principal's secretary.

B. Classroom Telephones

The primary purpose of the classroom telephone is to provide emergency communication between the teacher and administrative personnel. Emergency situations requiring immediate communication may include:
   1. Injury or illness requiring assistance
   2. Reporting a disturbance in the hall or campus
   3. A classroom situation requiring assistance
   4. Reporting to administrator the name of a student being sent to the office for disciplinary action, followed by written report

The control board has a limit of two simultaneous conversations; therefore, calls other than emergencies must be limited in number and short in duration.

Office requests for students to leave class will be limited to emergency situations.

Supervision of the telephone is necessary to prevent students from tampering with the instrument. Any student who does not respond to instructions should be referred.

Students are not to be in a room without supervision. The teacher should lock his room when leaving for the shortest period of time.

V. Problem Areas

Any area is potentially a problem area. Help will be dispatched where needed.

VI. Plans for Dealing with Emergency

A. All administrators will become familiar with the district emergency policy, a copy of which will be available from the principal.

B. The adult on the scene of a campus disorder will contact the principal's office by the nearest phone, giving the following information: (1) name; (2) location of the problem; and (3) nature of the problem.

C. The senior administrator in the office will be contacted and given the above information. He will:

1. Stay at the control center until relieved by the principal (or leave coadministrator in charge of center).
2. Sound the alert signal as needed (two 10-second sounds on "electronic tone").
3. Send help to the scene with a "Walkie-Talkie" (if applicable).
4. Call attendance service and ask for the "hot line" and police as needed.
   a. Call attendance service at _____, extension ____; if busy, call _____, extension ____; if busy, call _____.
   b. Give the following information clearly and distinctly: (1) your name; (2) your position; (3) your school; (4) what is happening; (5) degree of urgency; and (6) where and to whom officers are to report at the site (Be specific).
   c. Tape-record a report of the emergency by calling extension ____ and explaining that you want emergency report taped. Follow the procedure in 4b just cited. The report will be typed and distributed to: (1) the superintendent; (2) associate superintendent (operation); (3) associate superintendent (services); (4) assistant superintendent (elementary); (5) director, high schools; (6) director, child welfare service; (7) director, publications; (8) police department; and (9) administrator of school involved.

D. The following actions will be taken when alert is sounded (two 10-second sounds on "electronic tone"):

1. Teachers will ignore regular bells and keep pupils in the room until release is arranged. Regular bell system will be turned off by administrator in charge.
2. Classes on the field will proceed to the nearest cover by the safest route determined by the teacher.
3. Pupils in the cafeteria will remain there. Personnel on supervision duty will remain in the cafeteria.
4. Pupils on the grounds will report as directed by adults sent to the scene to take charge. (Go to the auditorium, if safe, or report to the next period classrooms. Instructions will also be given over the intercom.)

E. Administrators on the scene will:

1. Establish contact with the office (Walkie-Talkie, phone).
2. Recommend the best action to be taken to ensure the safety and well-being of the students, faculty, and staff.
3. Isolate the problem if possible.

Note: One administrator will have in his possession the tape recorder to use as needed.

F. Administrator with camera or person assigned by him will (if applicable):

1. Find a suitable location for taking shots (overhead balconies probably).
2. Remain at that location until the problem is under control.

VII. Prevention Plans

A. Be aware of any complaint, no matter how minor.

B. Keep hands off students unless restraint is needed.

C. Have teachers alert the office of potential problems.

D. Don't make disciplinary measures final in heat of the moment.

E. Remember that "talk, talk, talk" is better than "trouble, trouble, trouble."

F. Bring parents to school when occasion offers the opportunity, not just when trouble occurs.

G. If situations make it necessary for the office staff to contact supervisory personnel to respond to a complaint of noise or disturbance on campus, three short rings on the bell system will be used. Administrators not in their offices should call in and report name and location. Information will be given if assistance is needed.

Anyone leaving the campus should report his leaving and notify the principal's secretary upon his return.

APPENDIX B Index of California Laws Relating to Student and School Discipline

Subject	Code*	Section
AUTHORITY OF SCHOOL OFFICIALS		
Arrest, power of	PC	834–837, 847
Closing of school in emergency	EC	11651
Physical control, privilege of parent	EC	13557
Punishment, corporal	EC	10854
Reports to police of attacks and assaults	EC	12916
Resistance to commission of offense	PC	692–694
Rules and regulations for discipline and government of schools	EC	1052, 10604.3
OFFENSES BY STUDENTS AND OTHERS		
Abuse of personnel	EC	10602, 13559
Assault	EC	10602
Assault with a deadly weapon	PC	245
Assembly		
disturbance of	PC	403
unlawful	PC	407, 416
Attendance, irregular	T5	300
Battery	EC	10602
Cleanliness, lack of	T5	302
Conduct		
discourteous	T5	300
	EC	10602, 13559
disorderly	PC	647
disturbing meeting or assembly	PC	403
disturbing the peace	PC	415, 650½
injurious	T5	301, 305
	EC	10852
	PC	650½
offensive	PC	415
students to be held to strict account for	EC	13557
Dagger, concealed	PC	12020
Defiance of authority	EC	10602

*Abbreviations used for legal codes are as follows: PC–Penal Code; EC–Education Code; and T5–California Administrative Code, Title 5, Education.

Subject	Code*	Section
Diligence, lack of	T5	300
Disobedience	T5	300
	EC	10602
Disperse, failure to	PC	409, 416
Disrespect	T5	300
	EC	10602, 13559
Drugs, possession of	T5	301
Firearms, possession of		
by minors	PC	12021.5
loaded	PC	12031
on school grounds	PC	626.9
Gambling	T5	300
Good order, lack of	T5	300
Hazing	EC	10852, 10853
Immorality	T5	300
Inciting to riot	PC	404.6
Injuring property, pupils, or employees	T5	305
	PC	650½
	EC	10606, 10852
Insulting or abusing a teacher	EC	13559, 13560
Interfering with school	EC	13558.5
Leaving school	T5	303
Liquor, possession of	T5	301
Loitering	PC	647, 647b, 653g
Misconduct	EC	10605
Neatness, lack of	T5	302
Obstructing in a public place	PC	647c
Profanity	T5	300, 301
	EC	10602
Property, damaging school	T5	305
	EC	10606
	PC	650½
Recess, remaining in room at	T5	304
Rioting	PC	404.6
Rout	PC	406
Rules and regulations of school officials, violation of	T5	300
	EC	1052, 10604.3
School		
disturbing	EC	16675
	PC	650½
disturbing meeting at	PC	403, 650½
interference with good order of	EC	13558.5
	PC	626.8
obstructing	PC	647c
refusing to leave	PC	626.8
Smoking on school grounds	EC	10602
Switchblade, possession of	PC	653k
Tardiness	T5	300

*Abbreviations used for legal codes are as follows: PC–Penal Code; EC–Education Code; and T5–California Administrative Code, Title 5, Education.

Subject	Code*	Section
Teachers		
abuse of	EC	13559, 13560
assault on	EC	10602
	PC	240
assault on, with deadly weapon	PC	245
battery on	PC	242
injury of	T5	305
	EC	10606, 10852
	PC	650½
insulting of	EC	13560
threatening of	EC	10602
	PC	71
Tobacco, possession of	T5	301
	EC	10602
Trespass	PC	602
Unlawful assembly	PC	407
Vagrancy	PC	653g
Vulgarity	T5	300
	EC	10602

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